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ABSTRACT

This booklet provides a brief historical outline of the development of community and junior colleges in the United States. After a discussion of the philosophical basis of community college education, the booklet considers the origins of the community college movement, tracing its history from the Morrill Act of 1862 which led to the creation of land grant colleges; discussing legislation passed in California in the early 20th Century to develop and fund junior colleges in the state; and reviewing the development of the American Association of Community and Junior Colleges from its creation in 1920. Next, the significance of the 1944 GI Bill and the 1947 Truman Commission on Higher Education are discussed in relation to the mission of community colleges in the post World War II period. The boom years of community college growth from 1960 are then discussed with reference to key events and figures; the rise of statewide systems and state support; the growth of the open door concept and the increases in student financial aid during this period; the role of leadership in the era of growth and in the future; the position of student services and the increase in part-time students; and the changing mission of community colleges. Finally, an outline of the community college today discusses changes in college governance, methods of maintaining leadership, the changing political context, and the development of a body of literature on the community college. (HB)

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AACJC Pocket Reader 4

The Community College in America:

A Pocket History

By George B. Vaughan

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American Association of Community and Junior Colleges

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Contents

Introduction	4
The Community College In America: Its Origins	11
The Community College In America: Establishing Its Mission	17
The Community College In America: The Boom Years	21
The Community College In America: The Scene Today	33
A Final Word	43

Introduction

A history of community and junior college development has been needed for many years. It has existed in bits and pieces in several places but not in a form easily used by many people. Several books on community colleges have chapters on the history of the "movement." And there are histories of this Association and of colleges and even state systems.

What George Vaughan has attempted is a brief historical outline that identifies the significant events, developments, people, and dates. He is the first to say his "pocket history" does not fill the need for a more complete study. However, what he presents is exactly what many people want: a quick and easy reference to the sequence of events and the basic relationships that make up the community college story.

This document is timely because we are entering a period when hundreds of community colleges will be observing their twentieth anniversaries. It was approximately two decades ago that many states set out to create statewide systems of public community colleges. From 1963 to 1975 nearly 600 new community colleges were established, more than doubling the total number of such insti-

tutions. The story of that remarkable development will be retold many times in the next few years as hundreds of localities celebrate the achievements of their own community colleges as well as those of what is now a national network of more than 1,200 community, technical, and junior colleges. This booklet will be a useful reference for persons preparing for such observances.

George Vaughan is the ideal author for a piece like this. He has studied the community college and taught courses about its development. He has helped establish and administer community colleges. He has been an active participant in the national forums that examine critical policy issues that affect the institutions. And he is a thoughtful and careful writer.

The monograph is one of a series of "AACJC Pocket Readers" initiated earlier this year. Other titles in the series are listed on the back cover.

Roger Yarrington

Thomas Jefferson

The Community College In America:

A Pocket History

On July 1, 1981, Dale Parnell became president of the AACJC. He is the first person to serve as the head of the AACJC who came to his position directly from a public community college. Coming to the presidency of the Association from the position of president-superintendent of San Joaquin Delta Community College in California, Parnell's appointment symbolically represents the last link in the transformation of the private junior college of the early part of the century to the public community college of today.

The public community college in America today is a coat of many colors. Borrowing heavily from the public high school, the private junior college, and the four-year college and university, the community college not only possesses characteristics found in all

of these but at the same time maintains an identity of its own.

Influenced by such diverse forces as the Progressive Movement and industry's demand for trained technicians, the community college embodies Thomas Jefferson's belief that an education should be practical as well as liberal. The community college philosophy calls for, as did Jefferson, education to serve the good of both the individual and society. Egalitarianism is a hallmark of the community college philosophy. Indeed, the community college's open door has often provided the only access to higher education for millions of Americans.

Since the community college with its broad social implications did not develop in a vacuum, one can point to certain benchmarks in its development. Prior to 1930, the "junior college" function was in the ascendancy in public as well as private two-year colleges. The primary purpose of those colleges was generally seen as providing the first two years of the baccalaureate degree. By the 1930's, occupational-technical education had become a permanent and major component of the community college curriculum.

While community services and continuing education have long been a part of the community college philosophy, it was not until the 1970's that the concept of lifelong

William Rainey Harper

learning for adults gained hegemony in many community colleges. Today, lifelong learning in its many forms occupies a place of prominence beside the transfer and occupational-technical functions.

Before outlining the significant events that have influenced the development of the public community college in America, some disclaimers are in order. First, no attempt is made to provide an in-depth analysis of any of the activities listed. The listing is rather a roadmap that might be useful to those who wish to have a general understanding of the flow of events that were important in the development of the community college.

Second, no attempt is made to deal with such broad concepts and achievements as the

rise of affluence in American society, the broad acceptance and usage of the automobile (the community college's lifeblood as well as its potential Achilles' heel), the civil rights movement and its demand for equal access for everyone, and American democracy. These movements, along with many others, have contributed greatly to the development of the community college, but they defy cataloging in a sense that would be compatible with this pocket reader.

Justin Morrill (courtesy Library of Congress)

The Morrill Act of 1862. The Morrill Act of 1862 greatly broadened the base of higher education. The land-grant institutions resulting from the act taught both students and subjects previously excluded from higher education. These institutions gave credence to the concept of the "people's college," a term widely used to describe community colleges. In many respects, the land-grant institutions fought the battles regarding "practical" versus "liberal" education, who should go to college, and what courses and programs should legitimately be included as a part of higher education, and thus paved the way for similar battles later fought by community colleges. The Morrill Act of 1862 and the later 1890 "second Morrill Act" were the most important moves by the federal government into the field of higher education in the nineteenth century. These acts provided the philosophical base on which later federal aid to higher education would rest. In summary, the community college borrowed heavily from the land-grant institutions and continued and expanded the democratization theme developed largely as a result of the Morrill Act of 1862.

Views of Nineteenth and Early Twentieth Century Educational Leaders. Several educational leaders of the last half of the nineteenth and early part of the twentieth century, many of whom were influenced by the German university model, advocated removing the first two years of higher education from the university setting and placing them in a separate institution. Prominent among those advocates were Henry P. Tappan, president of the University of Michigan, William Watts Folwell, president of the University of Minnesota, David Starr Jordan, president of Stanford University, Alexis Lange, dean at the University of California at Berkeley, and William Rainey Harper, president of the University of Chicago. Lange was especially influential in the development of junior colleges in California. He was an early advocate of the teaching of technical subjects and some "terminal" programs in junior colleges.

William Rainey Harper. Considered by many to be the "father of the junior college in America," Harper became president of the University of Chicago in 1892. As president, Harper put into operation many of the ideas of Folwell and others. He established a junior college within the organizational structure of the University of Chicago. Harper was successful in advocating that some weak four-year colleges drop the last two years and

become junior colleges. Significant in this case was Stephens College in Missouri which dropped its last two years and became one of the nation's outstanding junior colleges before it reverted to its original four-year status. More significant for the development of the public community college was Harper's influence on having two years added to the high school program in Joliet, Illinois, in 1901. Joliet Junior College is considered to be the oldest existing public junior college in the nation. While the modern-day community college is quite different from the junior college as envisioned by Harper, he is nevertheless still viewed by many as the "spiritual father" of the "movement."

Original building, Joliet Junior College

California Legislation. In 1907, California passed legislation sponsored by state Senator Anthony Caminetti which authorized high schools to offer postgraduate education (many were already doing so) which approximated the first two years of college. The 1907 law was the first state legislation to authorize local junior colleges, although no funding was provided. In 1917, California passed a bill providing state and county support for junior college students on the same basis as that provided for high school students. In 1921, the state passed legislation providing for the organization of independent junior college districts with their own boards, budgets, and operating procedures. The California legislation, permissive rather than mandatory, provided for local control, equated the first two years of junior college work with the first two years of university work, extended public education to the thirteenth and fourteenth years, and endorsed the concept of having public institutions of higher education available locally. The California laws were models, in many respects, for legislation in other states.

Founding of the American Association of Junior Colleges. A two-day meeting held in St. Louis, Missouri, on June 30 and July 1, 1920, resulted in the founding of the American Association of Junior Colleges (AAJC). The

1920 meeting was called by the U.S. Commissioner of Education and was coordinated by George F. Zook, specialist in higher education for the U.S. Bureau of Education. A key person in the conference was James M. Wood, president of Stephens College and an admirer of the ideas of William Rainey Harper. Delegates to the St. Louis conference moved to organize a national association of junior colleges. The first annual meeting of the AAJC was held in Chicago in February, 1921. At that meeting a constitution was adopted; the junior college in America now had a national forum. Over the years the American Association of Community and Junior Colleges (its name was changed in 1972 to reflect more accurately its membership) has represented the nation's community colleges at the national level. The organization's principal medium, begun in 1930, the *Community and Junior College Journal* (the *Junior College Journal* until the association changed its name to include "community"), has provided the movement with a detailed chronological status report of events and practices affecting the community college movement in America. The Association was actively supported by such early leaders as Doak S. Campbell, Leonard V. Koos, James Wood, Leland Medsker, Walter Crosby Eells, and Jesse P. Bogue, to name a few. Campbell

served as executive secretary from 1922 to 1938; Eells was executive secretary from 1938-1945; and Bogue from 1946-1958. Today, members in the Association consist of 917 two-year institutions, of which 861 are public and 56 are independent. Some 2,000 people attended the annual meeting of the Association held in St. Louis in 1982, quite a contrast to the thirty-eight representatives who came together in the same city almost sixty-two years earlier.

Early Works on the Junior College. In 1924, Leonard V. Koos published a two-volume set entitled *The Junior College*, and in 1925 he published *The Junior College Movement.* In 1931 Walter Crosby Eells published *The Junior College.* These three volumes are scholarly works which contain much of the availa-

ble information on the junior college movement during the first quarter of the current century. The volumes contain valuable statistics and provide the basis for much of the thinking that has shaped the community college during this centruy. Both Koos and Eells are viewed as playing significant roles in the shaping of the two-year college. Their books should be read by anyone who wishes to understand the historical development of the community college in America.

The Community College In America: Establishing Its Mission

The GI Bill of Rights. The Servicemen's Readjustment Act, popularly known as the GI Bill, passed Congress in 1944. The GI Bill provided a form of scholarship for veterans of World War II. While entitlement to the money rested on military service, and while the voucher went to the educational institution, the GI Bill nevertheless represented a major step toward breaking the financial access barrier for millions of veterans of World War II and later U.S. military activities. More important, perhaps, is the fact that the GI Bill marked a major milestone in regard to federal involvement in the financing of higher education for individuals. Although the period following the war placed emphasis on

the academically qualified, many social and economic barriers were broken by the returning veterans. No longer was it fashionable or desirable for only those people who were extremely bright or who happened to be from the "right" family to attend college; the GI Bill broke the barriers and provided the basis for a later commitment on the part of the federal government to see that no one was denied access to higher education because of financial need. This philosophy and later programs of direct student aid have had enormous impact upon the community college's enrollments, its student body composition, its programs, and its overall mission.

The 1947 President's Commission on Higher Education for American Democracy. The so-called Truman Commission, reporting at the end of World War II, was concerned lest the democratic ideals for which the nation had gone to war be lost in the post-war years. Chaired by George F. Zook, the person who had played a major role in the founding of the American Association of Junior Colleges, the Commission believed that if America was successfully to fulfill its role as the world's leading advocate for democracy, the nation must break down the barriers to educational opportunity at the post-high school level. One way of breaking down the barriers, the Commission felt, was

to establish a network of community colleges throughout the nation, thus placing higher educational opportunities within reach of a greater number of citizens. These community colleges would have no tuition, would serve as cultural centers for the community, offer continuing education for adults, emphasize civic responsibilities, be comprehensive, offer technical and general education, be locally controlled, and blend into statewide systems of higher education, while at the same time coordinating their efforts with the high schools. The Commission's use of the term "community college" popularized the term and influenced its use by Bogue in his 1950 book on the community college. The Commission clearly placed community colleges in higher education's camp. Stating its belief that forty-nine percent of the nation's youth could profit from two years of education beyond high school, the Commission's report did much to thrust the community college into the mainstream of the debate as post-war America strove to define America's brand of democracy in terms of an educated populace.

Jesse P. Bogue—Post-War Spokesman. The emerging community college, much like the rest of the nation, sought strong leadership during the period following World War II. The demand by returning veterans, the philosophical boost given the community col-

lege by the Truman Commission, new and expanding industries, and a nation on the verge of a population explosion, all combined to place the community college in a position to provide services yet undreamed of. Yet the AAJC had suffered some troubled times during the war years. The Association needed someone at its head who could not only articulate the new role of the community college but who also had an appreciation of the contributions made by the junior college. The person who emerged as this spokesman was Jesse P. Bogue. Bogue, former president of Green Mountain Junior College in Vermont, served as executive secretary of the AAJC from 1946 to 1958. Bogue did much to calm the waters of the still fledgling AAJC when he became secretary. In 1950, he published *The Community College*, a significant statement on the still emerging modern-day community college. The volume's title is symbolic of the transition that was taking place as more and more emphasis was being placed on the two-year college as a comprehensive institution, supplementing and, in some cases replacing, the more traditional junior college. By the start of the boom period in community college growth in the 1960's, the community college had a firm grasp of its mission and of the role it was to play in the nation's scheme of higher education. Bogue's leadership was a

key factor in community college development during the post-war years and prior to the growth boom.

The Community College In America: The Boom Years

The W. K. Kellogg Foundation's Funding of Junior College Leadership Programs. On March 4, 1960, the W.K. Kellogg Foundation announced a series of grants totaling over $1.6 million for the establishment of university centers devoted to the training of two-year college administrators. By the time the support of the Leadership Program ended in 1974, 485 persons had been fellows in the program and financial support had reached $4,389,413. The initial grants went to ten universities to increase the competence and supply of community and junior college administrators. The original ten centers were located at the University of California, Berkeley; the University of California, Los Angeles; Teachers College, Columbia University; the University of Florida; the Florida State University; the University of Michigan; the Michigan State University; Stanford University; the University of Texas; and Wayne State University. By 1968, the University of Washington and the University of Colorado had been added to the original list of ten. The

Kellogg-funded Junior College Leadership program produced many of the current community college leaders. Furthermore, many professors associated with the programs have been leaders in community college development.

Edmund J. Gleazer, Jr. Gleazer, former president of Graceland College in Iowa, came to the AAJC in 1956 to direct a public information project. He stayed with the Association for the next twenty-five years. On April 1, 1958, Gleazer became Executive Director (the title replaced that of Executive Secretary when Gleazer took office; in 1972 the title was changed to President), a position he held until June 30, 1981. As head of the Association, Gleazer was the national spokesman for community colleges and, in his role as spokesman, probably did more than any other individual to shape the vision of the community college. He also played a key role in obtaining the 1960 and subsequent Kellogg grants. Presiding over the boom period of community college growth, Gleazer saw enrollments increase from 585,240 in 1958 to 4,826,000 in the fall of 1980. During his twenty-three years as the head of the Association, he literally gave thousands of speeches, wrote hundreds of articles and columns, and published three books dealing with the community college. The last of the three books,

The Community College: Values, Vision, and *Vitality*, is a composite of Gleazer's views regarding the integration of the community college with its community. A strong advocate and promoter of lifelong learning and community-based education, Gleazer saw the community college as a catalyst for community change. Gleazer's long tenure as chief spokesman for the community college, coupled with the great period of growth in these colleges, saw a meeting of the man and his times rarely seen in modern-day American higher education.

The Rise of Statewide Systems and State Support. In 1969, the American Association of Junior Colleges published a compilation of articles entitled *Junior Colleges: 50 States/50 Years.* In the introduction to the volume Roger Yarrington, the editor, notes that in the fall of 1965 fifty new junior colleges opened. He continues: "The reason for this unprecedented growth may be found by looking at steps recently taken in a number of states. . . ." Steps taken to promote growth were taken because states ". . . have recognized a need for increased opportunity for higher education, have commissioned studies, written master plans, passed legislation, and begun building. The goal: statewide systems of community junior colleges." The goal has, for the most part, been achieved in most

states. But statewide systems have been achieved only with the help of state funding. Today, virtually every state provides the majority of the financial support for its community colleges. Indeed, the community college operated by the public school district is almost extinct. With state funding came a degree of state control, and in some cases "superboard" type organizations have emerged which tightly control the development of community colleges. While the true superboard is rare, legislators are keenly aware of the existence of community colleges. S. V. Martorana found that state legislators have passed literally hundreds of laws affecting community colleges. For example, he notes that in 1977, states reported 578 pieces of legislation affecting community colleges; this number compares to 394 pieces passed in 1973-75.While the development of statewide systems supported mainly with state funds has eroded some local control, state funding has also created a partnership between state and locality which made possible the rapid growth of community colleges. More importantly, state funding has made it possible for many areas to have a community college within commuting distance, an achievement not otherwise possible without state support. Moreover, state support has permitted the community college to broaden its mission

and to make the dream of open access to higher education a reality for millions of Americans. Today, the trend is for most state legislatures to be less generous with financial support for community colleges than in the past. But the fact remains that state support is vital to America's community colleges. For the most part, the partnership between state and locality is working well, for community colleges, with their local boards, are more responsive to local needs than any other segment of higher education.

The Open Door. Perhaps no single concept influenced the development of the community colleges as did the belief that all Americans should have access to higher education. While the way was paved for open access by the Truman Commission, the GI Bill, and various other events, it was not until the 1960's that society, in part as a result of various social movements and in part due to the availability of student-based financial aid, committed itself to the belief that education beyond high school was a right and not just a privilege. The result was the entry into higher education of "new students" who came from the lower quartile of their high school graduating class and from the lower socioeconomic segment of society. Prominent among the new students were members of minority groups and women. Open access through the com-

munity college's "open door" became the hallmark of the community college, and the work the community college has done and is doing with the new students is among its most significant contributions to the nation's scheme of education.

Student Aid Legislation. Open access to higher education was achieved during the 1960's. A key to this achievement was financial aid which went directly to the student as a grant and which was transportable from institution to institution. As suggested earlier, the federal government's first major involvement with providing aid to students was the GI Bill. Beginning with the Higher Education Act of 1965 and continuing with the Higher Education Amendments of 1972, the federal government committed itself to putting higher education within reach of lower socio-economic groups. The Basic Educational Opportunity Grants (1972) resulted in a student voucher program that permitted the student to decide where to "draw on" the voucher. These Basic Grants, coupled with the Supplemental Educational Opportunity Grants, the College Work Study Program, and the National Direct Student Loans, have made it possible for virtually every American who could profit from an education to have the financial resources to do so, and in most cases to do so without assuming a large financial debt. The commu-

nity college has served millions of students who, in all probability, would not have attended college were it not for federally-funded student aid programs.

Transitional Leadership. Dramatic changes took place in the field of community college education during the 1960's. With its roots in the past, it is doubtful if the community college movement could have made the transition smoothly during its period of rapid growth without the outstanding leadership it enjoyed during the transition period. While it is not the purpose of this brief history to evaluate the contributions of individuals, a few names must be mentioned if one is to follow the thin thread of community college development as outlined here. While some of the transition leaders are deceased, others are still providing leadership. Most lists of transitional leaders would likely include all or more of the following names: Clyde Blocker; C. C. Colvert; Joseph P. Cosand; Edmund J. Gleazer, Jr.; Norman Harris; B. Lamar Johnson; Leonard V. Koos; John Lombardi; S. V. Martorana; Peter Masiko, Jr.; Leland Medsker; Bill J. Priest; Raymond Schultz; and James Wattenbarger. These men, for the most part, had roots in the pre-boom period, yet were active leaders throughout much of the 1960's and early 1970's. They not only served as spokesmen for the community college but

became mentors for many of the community college leaders who are active today.

The New Leadership. Due in part to a core of transitional leaders who served as mentors; due to the Junior College Leadership programs and other programs in the same mold; and due to the demand for new leadership, a group of vigorous, relatively young, leaders emerged in the 1960's. Today, a number of these people are at the prime of their careers and are writing many of the books and articles on the community college, as well as providing leadership at the state, national, and campus levels. A complete listing of names would be virtually impossible; however, the new leader is often a college president or dean, or a scholar of higher education devoting most of his or her time to the community college, or a faculty member who is teaching in a community college through professional commitment.

Student Services. Student services constitutes a major division in practically all community colleges. While some colleges have taken steps recently to integrate student services more fully into the instructional program, the student services division is primarily concerned with non-instructional activities. Among the activities traditionally associated with student services are counseling, student activities, admissions and records, testing,

articulation with high schools and four-year institutions, college orientation, financial aid, athletics, student conduct, placement, health services, and any number of activities which support the student and the instructional program. Growing out of a philosophy based on *in loco parentis,* student services emerged during the 1960's as a much broader concept, and today is vital to the operation of the well-functioning community college. Shifting its emphasis from student discipline and control, student services has worked diligently to shed its housekeeping image. Many student services administrators are advocating and implementing a "student development model" whereby the educational process is viewed in a holistic manner with student services playing a key role in that process.

Part-time Students. The 1970's saw part-time enrollments in higher education reach new peaks. Indeed, in some states, part-time enrollment reached as high as eighty percent. These part-time students were often older than traditional college students; most worked full or part-time; many were women. Significant is the fact that part-time enrollments greatly changed the composition of the student body. By the late 1970's the number of women outnumbered men enrolled in community colleges nationwide. The enrollment of part-time students, new students, older students, and working students all combined to make up a student body that was far from typical when compared to traditional student bodies made up almost entirely of 18-24 year olds.

The Changing Mission. The community college of today is, in many ways, far removed from the junior college of the early part of the century. In general, the changing mission has been an addition to rather than a departure from the junior college as described by Koos and Eells early in the century. By the 1950's the mission had broadened to such an extent that Jesse Bogue could endorse the slogan of a Texas junior college which proclaimed that "We will teach anyone, anywhere, anything, at any time whenever there are enough people interested in the program

to justify its offering" (quoted in Arthur M. Cohen and Florence B. Brawer, *The American Community College*, Jossey-Bass, 1982). The slogan, or some variation of it, became something of a battle cry for community colleges during the boom years of the 1960's. The critics claimed, rightfully so in some instances, that the community college was trying to be all things to all people. While never advocating that the community college be "all things," but nevertheless instrumental in the changing mission has been the leadership of Edmund J. Gleazer, Jr., and Roger Yarrington of the American Association of Community and Junior Colleges (AACJC). Gleazer, during the latter years of his tenure as president of the AACJC, advocated a greatly broadened role for community colleges. Calling for them to be community-based, performance-oriented institutions, Gleazer tended to view community colleges as new institutions which devoted much of their energies to finding solutions to social problems such as housing and unemployment. Often going beyond the expanding mission as advocated by Gleazer and Yarrington have been services offered outside the regular curriculum, many of which have been provided under the rubric of community services. Indeed, practically anything is acceptable to community services practitioners who often

view their role to teach "anything, anywhere, any time" if enough people will gather to "justify" the offering. Community service activities, coupled with the rise in occupational-technical education, squeezed the transfer function so tightly that it became barely visible in some institutions, thus departing drastically from the junior college of the first half of the century. With cuts in funds, especially for non-collegiate activities, with a new call for quality nationally, and with Gleazer no longer serving as President of the AACJC, the pendulum seems to be swinging toward a return to more traditional academic standards and courses leading to certificates and degrees, although the transfer function shows little sign of moving back into the place of prominence it once occupied.

Edmund J. Gleazer, Jr.

The Community College In America: The Scene Today

Changing Patterns of Governance. The governance structure of the community colleges borrowed much from the public schools, resulting in a hierarchial structure with the chief administrator at the top and the faculty somewhere lower in the hierarchy. During the 1960's several community college leaders argued strongly, and with some success, for a shared authority model of governance. Today, the governance structure of most community colleges is neither clearly hierarchical nor one based on shared authority; several factors have made both models impractical, if not impossible. The first factor has been the movement toward statewide systems of community colleges and the resulting controls and bureaucratic red tape that go with such systems. In many cases, the state coordinating body and the legislature have more influence on curricular decisions than do the local college faculty. The other influence is the increase in the number of colleges engaged in collective bargaining. In 1980, approximately 260 community colleges had bargaining units. Collective bargaining does not fit well with either the collegial or hierarchical model. The influence of unions, state and federal governments, and state coordinating bodies

has resulted in a governance structure that might be described as a political-bureaucratic model devoted to regulation and control. As a result, a number of local colleges, and especially those that are a part of a strong state system, are placed in a management rather than governance stance. On the other hand, many governing boards have remained strong and in control of the local college's destiny. A major factor in the movement to see that governing boards maintain their policy-making powers is the Association of Community College Trustees.

The Association of Community College Trustees. The Association of Community College Trustees (ACCT) split off from the National School Boards Association in 1972. With its national office in Washington, D.C., the ACCT "... is the only national organization devoted to meeting the needs of community college, technical college, technical institute, and junior college trustees." A voluntary, non-profit organization, the ACCT is primarily concerned with developing trustees who are informed about their role, the goals of their college, the budgeting process, the legislative process, collective bargaining, and any number of activities with which the effective trustee must deal. The ACCT holds an annual national convention and sponsors a number of regional and national seminars. In

addition, the organization gives four national awards annually and issues a number of publications, including the *Trustee Quarterly*. Recently, the ACCT formed a Business-Industry Council for the purpose of promoting cooperation between business and industry and the two-year college. Politically active, the ACCT serves as a counter-vailing force to encroachment on the role trustees have traditionally played in higher education. The ACCT appears determined to be the organization which serves the two-year college trustee, thus easing aside the older, larger, and broader-based Association of Governing Boards of Universities and Colleges.

Maintaining Leadership—The Presidents Academy. From its founding, the AACJC has worked to develop the leadership abilities of the two-year college president. A significant step in this leadership development was taken in 1975 with the founding of the Presidents Academy. The Academy is ". . . a professional organization for presidents of community, junior, and technical colleges that are members of the AACJC." Established by the AACJC Board of Directors, the Academy works closely with the Board in sponsoring a number of activities designed to enhance the leadership abilities of two-year college presidents. Prominent among the activities sponsored by the Academy are the annual week-long

Presidents Seminar for new presidents and the Presidents Forum for experienced presidents. In addition to these seminars, the Academy sponsors regional workshops, as well as forums at the annual meeting of the AACJC. In 1982, the Academy established the Presidents Academy Emeritus Guild for retired persons who had served as president of a two-year college for at least ten years. Occasionally, the Academy issues publications dealing with areas which are of interest to the presidents. The AACJC Presidents Academy appears to provide an effective avenue for the professional development of two-year college presidents.

The Political Scene. In June of 1978, the California voters passed Proposition 13, a law designed to reduce property taxes in that state. The result of the passage of Proposition 13 was a drastic cut in the amount of property tax revenues going to support the California community colleges. Although Proposition 13-type laws did not materialize in a large number of states as some people predicted, local support for community colleges has continued to decline and state support has continued to grow, but not necessarily at the same rate. Coupled with declining local support are the accomplished and threatened cutbacks in federal student aid by the Reagan administration. One result of fiscal restraints

is a return to the age-old question of who should pay for education—society or the individual. There is evidence to suggest that more of the cost of education will be passed on to the community college student. For example, the 1982 tuition for students attending community colleges in Virginia, while still only 23.6 percent of the total cost, will show a 45 percent increase over the 1981 tuition. Another factor entering the picture is a national call for quality. This issue of quality has the potential for causing community colleges to exclude some students, thus serving partially to close the open door. If the door is partially closed, community colleges will likely continue to prosper; however, it is also likely that the student body will contain fewer members of the lower socioeconomic groups.

The Evolving Mission: The mission of the community college, like community needs, is in an almost constant state of evolution. In 1981 the AACJC Board of Directors formulated and adopted the following statement: "The mission of the American Association of Community and Junior Colleges is to exert leadership, act as advocate, and provide services in support of community, junior, and technical colleges, as these institutions deliver accessible educational opportunities designed to address the needs of the individuals, organizations, a \d communities forming their constituencies." Although the missions of individual colleges differ in wording from the mission of the AACJC, one can assume that the AACJC mission statement captures the spirit of the missions of the individual colleges. Furthermore, while the emphasis of community colleges has shifted over the years, the major tenets of the mission have remained intact as community colleges have continued to emphasize the teaching function, accessibility, low cost, and comprehensive offerings.

Enrollments: While numbers never tell the full story of any undertaking, it is nevertheless significant that community college enrollments have continued to increase nationwide into the 1980's. Fall enrollment for 1981 was 4.8 million students in credit courses,

with another 4 million participating in non-credit community services activities. The fall 1981 enrollment represents a 1.9 percent increase over the fall 1980 enrollment. Women constitute 53 percent of the fall 1981 enrollment; minority students make up 21 percent of the enrollment. A diverse student body continues to be a hallmark of the community college.

Developing a Body of Literature. For the most part, histories of higher education have tended to ignore community colleges. While the literature dealing with the community college is far from adequate, significant steps have been taken toward filling some of the gaps. In addition to the *Community and Junior College Journal*, other journals appeared during the 1960's and 1970's. Among those devoted exclusively to the community college are the *Community College Review*, *Community College Frontiers* (no longer a national publication), the *Community Services Catalyst*, and the *Community/Junior College Research Quarterly*. Important in the publishing of literature on the community college has been and is the ERIC Clearinghouse for Junior Colleges, which is discussed as a separate topic. In addition, a number of volumes have been published which have helped chronicle and shape the community college. Some of the significant books pub-

lished since 1960 are the following: *The Junior College: Progress and Prospect* by Leland Medsker; *Beyond the Open Door: New Students to Higher Education* by K. Patricia Cross; *The Two-Year College: A Social Synthesis* by Clyde E. Blocker, Robert H. Plummer, and Richard C. Richardson, Jr.; *Islands of Innovation* by B. Lamar Johnson; *This Is the Community College* by Edmund J. Gleazer, Jr.; *Breaking the Access Barriers: A Profile of Two-Year Colleges* by L. Medsker and Dale Tillery; *The Open-Door College: A Case Study* by Burton R. Clark; *Dateline '79: Heretical Concepts for Community Colleges* by Arthur M. Cohen; and *Governance in the Two-year College* by R. C. Richardson, Jr., C.

E. Blocker, and Louis W. Bender. Three major texts have been published. They are: *The Community Junior College* by James W. Thornton, Jr.; *Profile of the Community College*, by Charles R. Monroe; and, just published (1982), *The American Community College* by Arthur M. Cohen and Florence B. Brawer. In addition to the volumes and authors just noted, significant works have been done by David Breneman, Michael Brick, David Bushnell, Roger Garrison, James F. Gollattscheck, Ervin L. Harlacher, William Harper, Norman Harris, Frederick Kintzer, Dorothy Knoell, Robert Lahti, John Lombardi, S. V. Martorana, William Moore, Gunder Myran, Terry O'Banion, John E. Roueche, James L. Wattenbarger, Roger Yarrington, Steven S. Zwerling, and others.

The ERIC Clearinghouse for Junior Colleges. Founded in 1966 with funding from the National Institute of Education, the ERIC Clearinghouse for Junior Colleges (ERIC/JC), located at the University of California, Los Angeles, is one of sixteen federally-funded clearinghouses. ERIC/JC, which has made significant contributions to the literature on community colleges, is a specialized, nonprofit information service widely used by administrators, researchers, and practitioners interested in the two-year college in America. Arthur M. Cohen, who has served as ERIC/JC's

director from its founding, is a key figure on the community college scene nationally. The literature produced by ERIC/JC is well received and widely used by professional educators. According to one long-time and well-respected community college leader, the *New Directions for Community Colleges* series produced by ERIC/JC has played an important role in shaping the development of the community college in America. In addition to the *New Directions* series, ERIC/JC publishes a number of other monographs and topical papers. These publications are in addition to the thousands of documents available through the ERIC/JC research process.

Dale Parnell. While it is too early to evaluate the direction in which Parnell will attempt to guide the community college movement, there are early signs of where his emphasis will be. He is bringing a missionary zeal to his role that is reminiscent of that displayed by leaders during boom years of the early 1960's; he places a great deal of emphasis upon working with the members of Congress and upon having community college advocates placed on key governmental committees; and he is striving to bring about a closer working relationship between community colleges and business and industry. With the selection of Parnell as its president, the AACJC seems likely to continue to serve as

an effective voice for the community colleges at the national level.

Dale Parnell

A Final Word

These few pages have attempted to bring together a number of the pieces that make up the community college in America. As the reader has discovered, the pieces do not always fall neatly into place, forming a uniform picture. This perhaps is as it should be, for the events influencing the development of the community college are often as diverse as are the 1,200 community, technical, and junior colleges across the nation.

In spite of the incompleteness of this pocket history, it is hoped that it will serve as a guide for administrators, board members, faculty members, students of higher education, and others interested in a quick glance at this very complex phenomenon, the American community college.

American Association of Community and Junior Colleges

AACJC Pocket Reader 1
Proven Partners: Business, Labor, and Community Colleges

AACJC Pocket Reader 2
Teaching Writing with the Computer as Helper

AACJC Pocket Reader 3
Some Tough Questions About Community Colleges

AACJC Pocket Reader 4
The Community College in America: A Pocket History

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